



# PUBLIC EDUCATION BULLETIN

PUBLISHED MONTHLY BY THE DEPARTMENT OF PUBLIC INSTRUCTION, COMMONWEALTH OF PENNSYLVANIA, AT HARRISBURG, FOR INFORMATION OF BOARDS OF SCHOOL DIRECTORS, ADMINISTRATIVE OFFICERS OF THE PUBLIC SCHOOLS AND OF STATE INSTITUTIONS OF HIGHER LEARNING, AND INTERESTED CITIZENS, IN ACCORDANCE WITH SECTION 2904D OF THE SCHOOL LAWS.

VOLUME 2

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## AN INVENTORY OF ONCOMING YOUTH

Practically all levels of education in Pennsylvania are due to profit greatly through studies started this fall by the higher education committee of the Commission for the Study of Educational Problems in Pennsylvania, in cooperation with the Department of Public Instruction.

Early reports from an "Inventory of Oncoming Youth" show conclusively that final results from study of in-school and out-of-school records and achievements of thirty thousand boys and girls will yield a cross-section of valuable information on educational requirements to meet changing needs of the times.

### Revealing Objectives

The survey, conducted under the direction of Dr. Harlan Updegraff, widely known educational consultant, is expected to reveal, among other things:

What should be done educationally for the youth who have either completed or dropped out of elementary schools;

The type of boy and girl for whom additional education (beyond the high school) could be provided profitably;

The type, nature and number of various educational institutions and agencies through which such additional education might be obtained, including possible need for Junior Colleges;

Material with which to devise an educational program and policy to function as a guide for the immediate future in youth education.

This survey, therefore, becomes a vital part of Pennsylvania's ultimate answer to the "youth problem" that has faced the Nation for many years, and more acutely in the past few depression years.

In the first stage of its study, the higher education committee has sponsored an ambitious survey. The field work on the initial study is about completed. It is held to be basic to other planned studies. It was inspired by the fact that Pennsylvania has more than 200,000 youth between the ages of 18 and 22 or 23 who are not in school or college, and are unemployed.

### 30,000 Pupils Surveyed

Fifteen thousand youth who had been enrolled in the sixth grade of the public schools in September of the year 1926, were

## PUBLIC OPINION POINTS THE WAY TO SCHOOL LEGISLATION

### What YOU Can Do

**A**LL CITIZENS interested in the maintenance of public education in Pennsylvania on a desirable level of efficiency, by this time should be well informed concerning the immediate pressing needs of the schools.

School leaders have had ample opportunity to size up the situation and to tell school patrons and citizens generally of the facts surrounding the crisis in school recovery.

The time for directed, concentrated, individual effort is here.

Our people favor and want good schools. Interest of the average citizen has been passive. Now is the time to make that passive interest **ACTIVE**—and to have that interest get results!

The public has cooperated splendidly in producing a worth-while legislative program. Under effective leadership the public can and will cooperate in putting that program across, if given the opportunity.

Hundreds of lay men and women and school people are actively engaged in continuance of the informational campaign, on a person to person basis, in order that the public schools of tomorrow may "carry on."

Personal canvass is now the order of the day. Every effort should be made to see to it that all friends and co-workers are informed, so that effective public sentiment may be developed back of a liberal program of school support and administration. This is what **YOU** can do.

**JAMES N. RULE**

included in one part of the survey. Of these former sixth graders, those who had not dropped out of school were graduated from high school in June, 1933. Another group of 15,000 was studied similarly, pupils who were enrolled in the sixth grade in September, 1928. This group included those who will be graduated from high school next June.

School districts for personal contact  
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With the aid of expressed public sentiment, a definite program of public school legislation needed to meet current problems and those of the immediate future has been prepared for consideration by the incoming administration.

Public opinion with respect to school recovery needs, as expressed by scores of letters and newspaper comments, has been utilized in the formulation of major points for legislative study and action.

For almost a year problems of school recovery have been before the public. Through an intensive campaign of information, public consideration of school problems reached a climax when the various needs were presented at the Citizens' Conference in Harrisburg on October 10 and 11. Since that conference many community meetings have been held in all parts of the State for discussion of school problems. In one county alone twenty such meetings were held.

These citizens' meetings have resulted in general agreement that the instructional program must provide for changing economic conditions; that an acceptable plan for voluntary reorganization of school districts will receive general approval; that additional State aid must be provided for school districts to relieve realty; and the system of distribution revised so as to equalize the tax burden.

### For School Recovery

The following program represents a composite opinion, not only of educational leaders but also of citizens and taxpayers generally, regarding the pressing needs of the public schools:

**Relief for Realty Taxpayer**—The present tax load on realty has become well nigh confiscatory from the standpoint of the taxpayer and has made it impossible for many school districts, particularly in rural areas, to offer even a foundation program of education.

The State's share of the cost of public education should be increased substantially in order to relieve the local tax load and make possible at least a foundation program in every school district. If the Pennsylvania system of school subsidies were raised to the level of New York State, so that realty might receive substantial relief from taxation, the Pennsylvania State appropriation

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## GENEROUS RESPONSE

RESPONSE to the request for assistance in preparation of an adequate legislative program to help meet the public school recovery emergency has come from every section of Pennsylvania. Letters from laymen and women, school officials, and reports and editorials from the press of the State have contributed helpful suggestions in the wake of the Citizens' Conference on School Recovery.

All manner of school problems have been discussed at community school recovery meetings, by service clubs, and interested groups in all parts of the Commonwealth. Most suggestions are in the field of the Three R's of School Recovery—Reconstruction of the instructional program, Reorganization of school districts, and Revision of the system of school support.

Following are a few of the many editorial comments gleaned from newspapers of Pennsylvania with relation to the school recovery program:

"Reorganization \* \* \* is a goal those striving for it will not find easy to attain. Community pride and local politics stand in the way."—*Wilkes-Barre Record*.

"Consolidation of school districts is a fundamental in the plan to abolish oxcart government."—*Pittsburgh Sun-Telegraph*.

"It will be well worth while for Legislators to study the larger unit idea for school districts at the coming session."—*Allentown Morning Call*.

Following a Blair County education conference on School Recovery, the *Altoona Mirror* said: "It was the consensus of opinion that the State should assume a larger share of the cost of public education and that there should be a substantial reduction in the school tax on real estate."

In reference to the existing school district organization the *Philadelphia Evening Bulletin* said: "The system is archaic. It dates back to horse-and-buggy days, over-looking the contribution that modern means of transportation, the motor car and the school bus, can make to the provision of adequate schools catering to the population, or a relatively large territory in substitution for a number of small, poorly equipped and ill-

managed schools so scattered that one is near the home of every pupil."

Commenting generally on the Three R's of School Recovery, the *Johnstown Democrat* said: "These statements are all very well in their way, but it should be evident that the instructional program will, for some years to come, be very intimately connected with the revision of the system of school support."

So many fine reports have been received from school officials and friends of education concerning follow-up conferences in their home communities that it is impossible to give a complete report here. They indicate, as do the newspaper comments, that serious attention has been given to school problems in recent weeks in all parts of the State. The general reaction is favorable to reorganization of school districts provided an acceptable method can be devised.

As one superintendent said: "I feel that our county will not be interested in a county unit, as such, but will be entirely willing to adopt population area units of an economic size." A county superintendent reported that the people of his county will support "A revision of our tax system based on the county unit plan, including uniform assessment and central collection." A district superintendent added that in his area opinion "seems to favor a larger unit, the type to vary in accordance with conditions as they are found in the different counties."

In another instance, all members of a Rotary Club addressed by a district superintendent were reported heartily in favor of reorganization and consolidation of small school districts. The Pomona Grange of Bradford County passed a resolution requesting "the General Assembly to give special consideration to a plan of re-grouping the school districts into community districts." A city superintendent reported that "On the tax question there was division between the sales and the income tax. Each had its friends."

## NEW PRESIDENTS INAUGURATED

Impressive inaugural ceremonies were conducted for the formal installations of presidents of two State Teachers Colleges during November. Inductions in both instances were by Dr. James N. Rule, Superintendent of Public Instruction, and chairman of the Board of Presidents of State Teachers Colleges.

President Charles Spurgeon Miller was inaugurated at the Slippery Rock institution on Saturday, November 10, and President Carmon Ross was installed at Edinboro on November 24. Representatives of many other colleges attended the exercises at each institution.

Each new president in his inaugural address stressed accomplishments and further responsibilities for teacher education. The presiding officer at Slippery Rock was Dr. W. R. Hockenberry, president of the college board of trustees. The exercises at Edinboro were in charge of C. C. Eaton, the trustee president.

Joseph C. Weirick has been elected to succeed Edward S. Ling as Superintendent of Schools of the Abington Township School District, effective December 1, 1934.

Miss Irene C. Devlin, formerly librarian in the Department of Public Instruction, died November 28 at her home in Johnstown.

## Education Calendar

1934

Dec. 26-27—Annual meeting, National Council of Geography Teachers, Philadelphia.

Dec. 26-28—State Convention of P.S.E.A., General Sessions and House of Delegates, Forum, Education Building, Harrisburg.

1935

Jan. 17—Pennsylvania Federation of Historical Societies, Harrisburg.

Feb. 5—Association of School Board Secretaries, Harrisburg.

Feb. 6-7—State School Directors' Association, Harrisburg.

Feb. 23-28—Department of Superintendence, N.E.A., Atlantic City, N. J. Pennsylvania Breakfast, Tuesday morning, February 26 at 7:30, Madison Hotel.

Mar. 15-16—Southern Convention District, Hershey.

Mar. 15-16—Second Annual Education Conference of Secondary School Teachers, St. Thomas College, Scranton.

Mar. 29-30—Northeastern Convention District, Bloomsburg.

Apr. 3-6—Southeastern Convention District and Schoolmen's Week, University of Pennsylvania, Philadelphia.

Apr. 26-27—Pennsylvania Forensic and Music League, Eighth Annual Final State Contest, Oil City.

May 4—Eastern Pennsylvania Industrial Arts Conference, State Teachers College, Millersville.

Oct. 9-10—Annual Education Congress, Harrisburg.

## On The Air

The National Education Association is developing plans for more adequate use of radio in educational interpretation. The aims are to secure greater use of local broadcasting stations for educational programs and to increase the listening audience for programs presented on coast-to-coast hook-ups.

Radio chairmen have been named in each of the forty-eight states. To assist superintendents of schools in all cities having broadcasting stations the national committee has prepared sample programs to aid in the preparation of local broadcasts.

The most outstanding educational programs now being presented on coast-to-coast broadcasts, Eastern Standard Time, are the following:

"Our American Schools," sponsored by the N. E. A., at 5:30 P.M., each Saturday, over the NBC—WEAF network.

"Education in the News," sponsored by the U. S. Office of Education, at 6:00 P.M., each Wednesday over the NBC—WJZ network.

"Ohio School of the Air," sponsored by the Ohio State Department of Education, each school day, 2 to 3 P.M., Station WLW.

A series of educational addresses sponsored by the National Congress of Parents and Teachers, each Thursday at 5:00 P.M., NBC red network.

Radio broadcasts on Foreign Affairs are being conducted by the Institute of International Education over the Columbia network every Friday at 2:30 P.M.



## 300th Anniversary of American High Schools

During 1935 many Pennsylvania high schools are planning to observe the three hundredth anniversary of the American high schools. By a coincidence this anniversary comes at the close of the celebration of one hundred years of free public schools in Pennsylvania. It is suggested that high schools throughout the Commonwealth use the three hundredth anniversary of American high schools as a means of emphasizing the centenary of free schools in the Commonwealth.

The celebration committee of the Department of Secondary School Principals of the National Education Association is developing materials which can be used in this connection. Recently they have issued a celebration handbook which was published by *Scholastic*. This handbook is combined with the rules for the eleventh annual *Scholastic* awards for creative literature, art, and crafts. Through the courtesy of the Pennsylvania Branch of the National Department of Secondary School Principals, a copy of this handbook will be placed in the hands of every secondary school principal throughout the State. Those who desire additional copies may secure them by writing direct to M. R. Robinson, Editor, *Scholastic*, 155 E. 44th Street, New York City. The handbook lists celebration programs for teachers and administrators, and celebration projects for classrooms.

Among the suggestions for programs to be carried out by teachers and administrators are community activities, service club activities, church activities, school activities such as special programs, newspaper activities, school administration activities, and motion picture activities. Classroom projects include all the various subject fields such as art, English, social studies, industrial arts, homemaking, and commercial.

Schools which were unable to make the most of the celebration of the one hundredth anniversary of free schools in Pennsylvania will have this second opportunity to capitalize on the possibilities of an historical celebration. This occasion can be used to help interpret the needs of the secondary school program to the local community.

### HERSHEY SCHOOL DEDICATED

The new Hershey Industrial Junior-Senior High School building provided through the generosity of Milton S. Hershey was dedicated with appropriate ceremonies in the auditorium of the building on November 15. The school observed Founder's Day and its twenty-fifth anniversary in which the dedication was by Mr. Hershey and the acceptance of the new building was by John E. Snyder, vice-president of the board of managers of the school. The principal address was by Dr. James N. Rule, Superintendent of Public Instruction.

Thirteen units comprise the new \$3,000,000 building which is modern in every respect. It has accommodations for 2000 students and a present enrollment of about 750. Enrollment is limited to orphan boys who are taught academic, vocational and commercial subjects from the sixth grade through the senior year of high school.

### PENN DAY BULLETIN

**D**ISTRIBUTION of the Penn Day Bulletin, delayed for several months in printing, will be made about January 1. The general distribution plan used for the Arbor Day Bulletin will be followed. At least one copy of the publication is to be available in every high school and in every elementary building throughout the State. Additional copies may be obtained upon request.

This bulletin was written with a view not only to the celebration of Penn Day, but to use as a handbook for teaching Pennsylvania government. Social studies teachers will find it very helpful.

### Correspondence Study

Suggestions concerning the use of correspondence study materials in secondary schools may now be obtained from the Department of Public Instruction. This type of work frequently is found advisable to supplement curricular work in the smaller day and evening high schools in which it is not possible to offer, under the group-recitation plan, a program that will meet all individual interests and needs.

In the administration of approved directed study of correspondence study courses teachers should be legally certified in the fields of the assignments; school districts may employ approved high school correspondence courses as study outlines; courses, texts, and materials shall be furnished free of charge by the local school board; and 120 hours of regular attendance at class under the direction of a qualified teacher, or the equivalent, are to be required for each unit of credit awarded.

Other regulations provide for course conduct, laboratory work and shop practice required, direction and supervision of study, and that correspondence courses purchased for directed study purposes must be in accordance with the list of agencies and courses approved by the Department of Public Instruction. Nothing in the regulations shall be construed as prohibiting the maintenance of non-standard courses of study for directed correspondence instruction.

Approval of credits and of application for reimbursement for teachers will be contingent upon application being made for accreditation of such courses and upon the subsequent maintenance of the minimum administration standards. Copies of the complete regulations may be obtained on request.

### ELEMENTARY LIBRARY BULLETIN

Standards for organization of elementary school libraries and library lists by subjects and grade levels are suggested in Bulletin 75, Elementary School Libraries, which has been issued recently by the Department of Public Instruction.

This bulletin is organized to suggest books for the kindergarten and the first eight grades of the school system. The material was prepared by a committee of which Miss Mary E. Foster, head, school division, Carnegie Library of Pittsburgh, was chairman. Copies of the bulletin have been distributed to all county and district superintendents.

## Prominent Speakers For P.S.E.A. Convention

One of the most attractive programs ever arranged for an annual convention of the Pennsylvania State Education Association has been announced for the event which starts Wednesday evening, December 26, in the Forum of the Education Building at Harrisburg.

Governor Gifford Pinchot is to extend greetings at the first general session on Thursday evening, December 27, when Superintendent Rule is to be the presiding officer. Addresses at this meeting will be by Governor Paul V. McNutt, of Indiana, who will speak on "The Duty of the State;" Carmon Ross, president of the Pennsylvania State Education Association; and Louis J. Taber, Master of the National Grange, "The Safe Pathway for America."

Dr. Robert M. Hutchins, president of the University of Chicago, is to speak on "The Outlook for Education" at the general session which closes the convention on Friday afternoon, December 28. He is to be followed by Dr. Glenn Frank, president of the University of Wisconsin, speaking on "America's Hour of Decision." Dr. Ross will preside at this session.

On Thursday morning department and section programs will be opened in various meeting rooms in the city, with the following divisions: art, county superintendents, district superintendents, supervising principals, graded schools, higher education, kindergarten-primary, music, rural schools, the various secondary education sections, and vocational education sections.

There will be meetings on Friday morning of the Pennsylvania Interscholastic Athletic Association, the Pennsylvania Council of Geography Teachers, and the usual round table discussions on various phases of the educational program.

### Provide For Visual Instruction In Teacher Preparation

Another forward step was taken when the State Council of Education at a recent meeting approved a regulation requiring that "all applicants for permanent teaching certificates on and after September 1, 1935, shall be required to present evidence of having completed an approved course in visual and sensory techniques."

The course in visual education may be completed either as an under-graduate course or it may be completed after graduation from an accredited teacher preparation institution. Emphasis is placed on the fact that the course in visual aids and sensory techniques must be a part of the teacher's preparation before any form of permanent certification will be issued after September 1, 1935.

In addition to those institutions now approved for this type of teacher preparation, approved courses in visual aids and sensory techniques will be made available in other institutions having the proper laboratory facilities and adequate instructional staffs. Lists of institutions offering approved courses in this specific field are available through the teacher division of the Department of Public Instruction.



## School Legislation

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would be approximately doubled. New York State provides from its state treasury approximately one-third of the cost of its public schools, as compared to Pennsylvania's eighteen per cent this year—less than one-fifth. The income tax is most frequently mentioned by experts as a way to help meet this situation.

**Emergency Aid**—Pending any delay in the reorganization of the State's system of increased school support, an emergency aid fund, in addition to existing State subsidies, should be continued in the sum of approximately \$5,000,000 for the 1935-1937 biennium, in order to insure that the schools of the Commonwealth will be kept open during the next biennium on a reasonable level of efficiency.

The public school system also faces a shortage of approximately \$5,000,000 for the remainder of the 1933-1935 biennium because sufficient funds were not provided to carry out all provisions of existing laws. Deficiency of appropriations to school districts to fulfill requirements of the Edmonds Act alone amount to \$4,300,000. Other phases affected by deficiencies include \$91,000 for salaries of county and assistant county superintendents; \$380,000 for transportation of pupils; and \$215,000 for the State's share of vocational teachers' salaries. Prompt provision should be made to cover these deficiencies.

**Distribution of Subsidies**—With any increase in the amount of State support should come a change in our system of distributing State subsidies, so that school districts will be reimbursed and aided, so far as possible, in proportion to their relative ability to pay taxes.

Much depends upon the establishment of a uniform state-county system of property assessments.

**Retirement System**—The integrity of the School Employees' Retirement System should be maintained.

**Security for Teachers**—Competent teachers should be assured of security of their positions.

In the larger school districts of Pennsylvania teachers now enjoy a high degree of security in their positions. Acceptance of the larger unit of school organization will do much to improve the security of teachers in the present small town and rural districts.

**Reorganization of School Districts**—Pennsylvania's more than 2000 small school districts should be reorganized so as to insure that any increased State aid will be translated into reduced local tax loads and a better educational program, particularly in rural areas and small towns. Such reorganization should be optional but made financially worth while.

A cooperative committee of citizens and educational leaders has been considering this problem since last spring, and recently agreed upon a specific plan. This plan is now being brought into final shape and will be released in connection with the program announcements at the annual convention of the State Education Association, December 26-28, 1934. In general, this plan provides for making it easy and worth while for school districts to merge if and when they desire to take such action. This and other proposals should be considered in the drawing up of any proposed legislation.

**Teachers' Salaries**—Public sentiment indicates that teachers' salaries should be restored to normal levels as rapidly as the

### 100-YEAR BOOKLETS AVAILABLE

**T**HE Department's centennial bulletin "100 Years of Free Public Schools in Pennsylvania" was published in sufficient quantity to provide a copy for every teacher in the State. In a number of areas superintendents and supervising principals have not obtained their full quotas. A supply is still available and copies will be sent as needed on request.

fiscal resources of the Commonwealth and of school districts permit.

**State Teachers Colleges**—Maintenance of the State Teachers Colleges should be provided on an approved standard of efficiency as a necessary and integral part of our system of public education.

**Unemployment and Education**—The Federal and State governments, through CCC camps and Emergency Education Relief channels, are making progress in caring for emergency needs of hundreds of thousands of youths and adults. Ultimately it will be desirable for the State to carry over the more desirable factors of such emergency programs, and plans for this should be laid now.

The unemployed youth problem involves approximately 200,000 young people between the ages of eighteen and twenty-two or -three who are out of employment and in neither school nor college. Suggestions for solving this phase of the problem include work camps for homeless and problem boys, and varied vocational training opportunities in local communities on a flexible, cooperative basis with industry and business. It is also worth while to consider immediately a definite increase in the number and the amount of money provided in the State scholarships now offered by the Commonwealth for ambitious and well-qualified boys and girls desiring to obtain a college education.

Workers' and adult education is rapidly becoming a necessity for an increasing number of men and women, and steps should be taken to make it possible for the State to continue to re-train these people for new jobs or step them up in present jobs; increase social and economic intelligence; and to keep the unemployed employable.

## Oncoming Youth

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studies of these 30,000 pupils were selected with great care. The objective was to obtain facts concerning youth in all types of schools and communities and secure the necessary cross-sectional representation.

Approximately 26,000 pupils were covered by between 400 and 500 students registered in fifty-three colleges of the State. Four thousand pupil records were studied through Local Works Division projects. The college groups were under the supervision of faculty members trained in educational statistical work.

An "individual pupil data sheet" was used in obtaining specific information about each pupil studied. The information regarding each youth, considered necessary in order to

get the proper facts, includes his school biography record, his history after leaving school, his efforts made to continue education and vocational experience and preference; second, his social and economic background covering such items as the home environment and the occupation and education of the parents; and third, certain of his character traits such as the power, force or promise of his personality and his social interests and attitudes.

### Weeds Out the Unfit

Among other things, this survey should show how many Pennsylvania boys and girls from 18 to 20 years of age have abilities and personal characteristics to warrant their taking a liberal arts course as preliminary to specialized preparation for the professions.

Another question that could be answered refers to the type and number of individuals who would not profit through a liberal arts course, and how many should take such training but are unable to do so because of lack of funds.

Also, it is possible to determine that while a prospective college student has the intelligence and ability to undertake a liberal arts course his records might show that he would lack the personal qualifications to benefit from such a course. It is an endeavor to select types of individual pupils to guide the State in the education of youth. It is an effort to measure the needs of society and gauge the response of society toward meeting these needs.

Previous Carnegie Foundation survey materials are to be used as they relate directly to this project because the Carnegie survey aims at general improvement of instruction in both high school and college. The ultimate results will be the setting up of a system of guidance for all youth and an effort to direct them into the advanced or higher educational fields in which they are most likely to find success.

### Other Possibilities

Completion of this latest Pennsylvania educational survey is indefinite because various other project possibilities enter into the picture which will provide eventually for various yardsticks of measurement, such as the relation of institutions to each other, high schools to colleges, liberal arts colleges to State Teachers Colleges, and so on.

Dr. Updegraff put the survey into motion during the summer months. Actual work in the field was started October 1 and was completed early in December. He came to the Department on invitation of Superintendent James N. Rule and Dr. Ralph D. Hetzel, president of the Pennsylvania State College, who is chairman for the Commission Committee on Higher Education. He formerly was professor of educational administration at the University of Pennsylvania and president of Cornell College. In describing the commission survey he says:

"The primary concern of the survey is not for institutions but for the youth in society. The committee's point of view becomes broadly social rather than merely educational. Another distinguishing feature of the study is that it lies in the field of administration rather than of instruction. Data are derived but partially from the class room and as much or greater emphasis is placed upon facts external to the operation of elementary and secondary schools and colleges."